

## **California Rehabilitation Oversight Board Minutes**

### **March 11, 2008 Meeting**

The California Rehabilitation Oversight Board met in open session on March 11, 2008 in the Multipurpose Academic and Administrative Building at the University of California, Irvine, California. The meeting began at 10:07 a.m.

**Board members present:** Matthew Cate, Inspector General; Debra Jones, Administrator, Adult Education Programs (Designee for Superintendent of Public Instruction); José Millan, Vice Chancellor, California Community Colleges (Designee for Chancellor, California Community Colleges); Renée Zito, Director, State Department of Alcohol and Drug Programs; Stephen Mayberg, Director of Mental Health; Bruce Bikle, Professor, California State University, Sacramento (Chancellor of California State University appointee); Susan Turner, Professor, University of California, Irvine (President of the University of California appointee); Loren Buddress, Chief Probation Officer (Senate Committee on Rules appointee); and William Arroyo, Regional Medical Director, Los Angeles County Department of Mental Health (Speaker of the Assembly appointee). James Tilton, Secretary, Department of Corrections and Rehabilitation (CDCR), was absent from the meeting.

**Office of the Inspector General staff members participating:** Barbara Sheldon, Chief Counsel; Elizabeth Siggins, C-ROB Executive Director; and Ann Bordenkircher, Board Secretary.

**Other participants:** Brian Brown, Legislative Analyst's Office (LAO); Carole Hood, Chief Deputy Secretary, Adult Programs (CDCR); and, Steven Chapman, Assistant Secretary, Office of Research (CDCR).

#### **Item 1. Call to Order**

Chairman Cate called the meeting to order at 10:07 a.m.

#### **Item 2. Introductions and Establish Quorum**

The Chairman stated that the Board was pleased to meet in Southern California to provide Board access to residents of that part of the state. A quorum was established with nine Board members present.

#### **Item 3. Review Agenda**

The Chairman reviewed the agenda for the meeting: the Executive Director would report on matters of interest to the Board, followed by Brian Brown, who would discuss a recent Legislative Analyst Office report. After Mr. Brown's report, Carole Hood would talk about planning efforts and progress made by the Department since the Board's last meeting, followed by Dr. Steve Chapman concerning the Department's research efforts. The public would also have an opportunity to offer questions to the panelists and the Board.

#### **Item 4. Review and Approval of Prior Minutes**

The minutes of the January 7, 2008 Board meeting were approved with one change being noted on Page 3, changing the word "filtrating" to "filtering."

## **Item 5. Executive Director's Time**

**Elizabeth Siggins**, C-ROB executive director, spoke on several items of interest to the Board. One subject was correspondence received by C-ROB. Some of the correspondence comes from individuals, inmates, or inmate families, but doesn't directly pertain to the work of the Board. That correspondence is passed on to the Intake Unit at the Office of the Inspector General (OIG) for appropriate response. Other requests may come from vendors or service providers who want to present programs to the Board. Ms. Siggins stated that while any person is welcome to speak as part of the public comment time at a Board meeting, C-ROB is not in a position to award contracts or make specific vendor recommendations; only correspondence that falls under the authority of the Board is forwarded to Board members. Ms. Siggins mentioned that Bruce Bikle, Renée Zito and Susan Turner attended a COMPAS training session at CDCR where they learned more detail about the assessment tool that the Department is using. Ms. Siggins' final comments were about a legislative proposal to change to the C-ROB bi-annual reporting dates from January 15 to March 15, and from July 15 to September 15. She stated that the bill<sup>1</sup> is moving through the legislative process and if passed, the change would allow for a much more transparent exchange of information between the CDCR and C-ROB.

## **Item 6. Presentation by the Legislative Analyst's Office**

**Brian Brown**, Legislative Analyst's Office (LAO), presented on LAO's recent report entitled, *"From Cellblocks to Classrooms: Reforming Inmate Education to Improve Public Safety."* He stated that national research consistently finds inmate education programs are effective programs at reducing recidivism. These programs are good for public safety and are a good dollar investment for state tax payers. Mr. Brown stated that the report covers three core education programs – the traditional academic, vocational training, and Prison Industry Authority (PIA) programs. PIA was included because PIA often incorporates some vocational training elements. Data was collected from individual prisons, forwarded to CDCR headquarters, and then provided to LAO. That data showed that participation in education programs is generally voluntary with approximately 26,000 inmates on a waiting list. The LAO identified two concerns with how the programs have historically been operated: (1) the capacity of the programs to educate inmates is much smaller in the prison system than the number of inmates who need or would benefit from the programs; and (2) there are a number of structural problems in the state prison system that prevent effective delivery of the educational programs.

Mr. Brown commented that one of the recommendations in the LAO report is to move from full-day classroom education to half-day programs (or even three periods daily). One advantage of doing this is that it would make the program available to more inmates. Inmates could then be in educational programs part of the day and have time to be enrolled in other programs, such as mental health treatment programs, vocational training, or substance abuse treatment. Daily attendance in educational programs is estimated at 40%. Once these core programs are fixed, Mr. Brown stated it is the LAO's opinion that the legislature should start looking at avenues to more fully fund and expand education programs.

In concluding his presentation, Mr. Brown stated the LAO recommends that CDCR address structural problems first. For example, improving attendance in existing educational programs, fiscal accountability for insuring that programs are delivered, and reducing the number of lock downs that

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<sup>1</sup> Senate Bill 1684 (Machado); California Rehabilitation Oversight Board: reports.

[http://www.leginfo.ca.gov/cgi-bin/postquery?bill\\_number=sb\\_1684&sess=CUR&house=B&author=machado](http://www.leginfo.ca.gov/cgi-bin/postquery?bill_number=sb_1684&sess=CUR&house=B&author=machado)

disrupt programs regularly. Next, the LAO recommends developing incentives for inmates to participate in educational programs, which is little or no cost to the state. Development of a case management system is also a critical issue. Other areas of concern are continued research, program evaluation, increasing enrollment capacity in the education system, and expanding community partnerships.

There was a discussion among various Board members and panelists regarding the complexity of the inmates who are in the correctional system, and the need to look at psychological profiles, antisocial behaviors, functional and literacy skills, and the need to fashion a learning outcome so that by the end of the incarceration period, an inmate is coming out with usable skills matched to the local economy. There was a lengthy discussion on the importance of assessing individual inmates not only on entry and exit from the institution, but during their incarceration to assess progress. That way inmates are placed in programs that match their needs, skills, and abilities so they are ready to take on a particular job on the outside.

#### **Item 7. Progress Report from the California Department of Corrections and Rehabilitation**

**Carole Hood**, Chief Deputy Secretary, Adult Programs (CDCR), talked to the Board about some of the challenging aspects the CDCR is facing with the implementation of AB 900, including the 13 metrics, Phase 1 performance measures, and the 78 project requirements listed in the summary of AB 900. The CDCR created a work plan in order to organize the work under the project. Ms. Hood states that the next steps in the work plan are figuring out the dependencies between all of the tasks, getting some assignments to people so the Department can define the parameters of the work, loading the resources and then developing the final schedule.

Ms. Hood discussed CDCR's "Program Implementation Project Tracks."<sup>2</sup> The categories covered included: System Design; Implementation Track 1 – Improve What We Have; Track II – Proof Project; Track III – Implement in All Institutions; Track III – Implement in All Secure Reentry Facilities (SRFs); Track III – In All Parole Units; Organizational Readiness and Capacity; and Infrastructure Development.

There was a question and answer period during Ms. Hood's presentation. Ms. Hood confirmed that Implementation, Track 1 has begun. The Proof Project is set to begin on July 1. Various items discussed in detail related to competition for the space needs: collection of academic, vocational and substance abuse program information by institution to determine variations; dialogue with union representatives; document storage and sharing; proof project selection sites; Northern California Reentry Facility (500 beds by December 2008); civil service classifications; California Workforce Investment Board and employer forums; and staff and inmate incentives.

**Brian Lee**, Delegata, advised the Board that his firm met with the top 60 executives of the Department to facilitate a structural analysis of what it takes to change the system while keeping the business running, and the control that has to be in place to make and communicate that level of change. Delegata has been conducting project-sponsored training among the Department's executives and sponsors for the hundreds of projects needed to cause all the changes to occur. Mr. Lee also spoke about a process for decision-making, identifying executive authority levels, decision types, the ability to rate those decisions with reference tools, and to increase the confidence and speed of decision-making so projects get done in a manner that is in alignment with the Department's vision.

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<sup>2</sup> Prepared by Delegata, a technology consulting and systems integration firm. Present at the meeting to assist with explanations of the work plan was Matt Harris and Brian Lee.

**Dr. Steven Chapman**, Assistant Secretary, Office of Research, spoke concerning the development of data requests and needs to support the work of the Department. The University of California, Irvine, completed its work on developing a model to estimate risk of re-offending. The result of that work will be integrated with COMPAS and become a part of that static risk assessment in the next few weeks. These tools will be used when an inmate enters into the system and upon being released on parole. It will also be incorporated in Parole's decision-making tools. The Office of Research anticipates working on, among other things: (1) a program inventory to identify the capacity for treatment; (2) an estimate of treatment needs of moderate or high-risk reoffenders, as well as those who are at risk for substance abuse, property or violent crime; and, (3) conducting a gap analysis. Dr. Chapman stated that his office worked on gathering data in recent months so there is a connection with intermediate and long-term outcomes, including recidivism. The Office of Research will also look at the process and the degree which programs embrace evidence-based treatments and the idea of a case management system. Ed Latessa, University of Cincinnati, will assist in conducting a Correctional Program Checklist. Staff is being trained to go out into institutions, apply that assessment, and bring back the scores. This highlights specific areas of strength and weakness and gives a direction for improvement.

#### **Item 8. Future board meeting schedule**

The Board had previously agreed to meet next on May 20, 2008, in Sacramento. However, it was determined by the Board at this meeting to move the May 20 meeting to June 3 in an attempt to receive the most recent information available before C-ROB's July 15 report is due. The Board also decided on July 8 as a future meeting date, at which time the Board will vote on the July 15 report.

#### **Item 9. Future agenda items**

Future agenda items were discussed during various presentations at today's meeting, all of which will assist C-ROB with writing its mandatory reports.

#### **Item 10. Public comment**

**David Warren**, Lobbyist, Taxpayers for Improving Public Safety, wanted the Board to be aware that even though there are too many under qualified individuals taking on the responsibility of education in the prisons, there are programs at some institutions (i.e., CIW's Chaffey College program) that work. He stated that inmates tell him that they want to be enrolled in classes so they can improve themselves. Mr. Warren felt the Board should demand the Department expand educational programs. Mr. Warren expressed concerns with the approximately 30,000 foreign nationals in the prison system, who have special needs and who, upon release, face deportation. Mr. Warren closed by stating that he would like to see the medical receiver appear at a C-ROB Board meeting.

**Victor D. Abrunzo, Jr.**, Co-Chair, Inmate Family Council, lauds the concept of reward, even in the education setting; small rewards such as writing paper and pencils for inmates could make a significant difference. He stated that even a couple of hours of significant classroom instruction or faculty assistance would be welcomed. Mr. Abrunzo said that on his last review of a Department of Finance audit of the Inmate Welfare Fund, he could not locate a line item for education within that Fund. Mr. Abrunzo also stated that he believes teachers in the academic program were in class less than 50% of the time and that issues of security and lock downs affect education as well. He also felt that groups like Inmate Family Council are underutilized, which affects their ability to assist the Department.

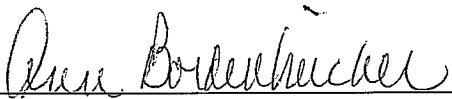
**Scott Silverman**, Executive Director/Founder, Second Chance, San Diego, a prison reentry employment program. Mr. Silverman reminded the Board that the recidivism rate in the State of California continues at a significant level, partially because there is no seamless handoff once an individual leaves the institution. Mr. Silverman stated that no matter what you give the inmate on the inside there has to be a shift in their attitude or they just go back to their old playmates and play places and play things when they leave. Mr. Silverman closed by saying that approximately 95% of the inmates are going to be released over the next five to seven years, so the Department must start ramping up that seamless transition. Mr. Silverman stated his organization is ready to partner and help on these issues.

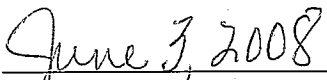
**Carl Schwarz**, a visiting Professor, UC Irvine. Professor Schwarz spoke on behalf of the Bay Area Inmate Correctional Education Project, a group that provides programs for incarcerated women who are either pregnant or with children. He concurred with a report that stated that for these women, shame is a strong factor in their behavior, and that women need to be fortified to counteract this tendency. Professor Schwarz added that these women need skills and educational programs, including curriculum that retains flexibility for local adaptation. He concluded by stating that community supervision and mandatory drug counseling may be proven as more effective than jail time.

**Carole Urie**, Executive Director, Returning Home Foundation, an educational nonprofit group created specifically to increase awareness about issues affecting incarcerated persons who are returning home in order to reduce recidivism. For this to occur, three things are necessary: (1) arm the legislative committees with the facts; (2) help the media to do their part to inform and not inflame; and, (3) inform the public.

#### **Item 11. Adjournment**

There being no further business, the meeting was adjourned at 2:35 p.m.

  
Board Secretary

  
Dated

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